

Fiscal Estimate - 2011 Session

☐ Original
 ☐ Updated
 ☐ Corrected
 ☒ Supplemental

LRB Number 11a0544/1	Introduction Number SA1-SSA1-SB6	
Description No "relating to" information exists for this document		
Fiscal Effect State: <div style="display: flex; flex-wrap: wrap;"> <div style="width: 33%;"> <input checked="" type="checkbox"/> No State Fiscal Effect <input type="checkbox"/> Indeterminate <div style="display: flex;"> <div style="width: 50%;"> <input type="checkbox"/> Increase Existing Appropriations <input type="checkbox"/> Decrease Existing Appropriations <input type="checkbox"/> Create New Appropriations </div> <div style="width: 50%;"> <input type="checkbox"/> Increase Existing Revenues <input type="checkbox"/> Decrease Existing Revenues </div> </div> </div> <div style="width: 33%;"> <input type="checkbox"/> Increase Costs - May be possible to absorb within agency's budget <div style="display: flex; justify-content: space-around;"> <input type="checkbox"/> Yes <input type="checkbox"/> No </div> <input type="checkbox"/> Decrease Costs </div> </div>		
Local: <div style="display: flex; flex-wrap: wrap;"> <div style="width: 33%;"> <input type="checkbox"/> No Local Government Costs <input type="checkbox"/> Indeterminate <div style="display: flex;"> <div style="width: 50%;"> 1. <input type="checkbox"/> Increase Costs <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory 2. <input type="checkbox"/> Decrease Costs <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory </div> <div style="width: 50%;"> 3. <input type="checkbox"/> Increase Revenue <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory 4. <input type="checkbox"/> Decrease Revenue <input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory </div> </div> </div> <div style="width: 33%;"> 5. Types of Local Government Units Affected <div style="display: flex; flex-wrap: wrap;"> <div style="width: 33%;"> <input type="checkbox"/> Towns <input type="checkbox"/> Counties <input type="checkbox"/> School Districts </div> <div style="width: 33%;"> <input type="checkbox"/> Village <input type="checkbox"/> Others <input type="checkbox"/> WTCS Districts </div> <div style="width: 33%;"> <input type="checkbox"/> Cities </div> </div> </div> </div>		
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Agency/Prepared By DOT/ Richard Kleist (608) 266-1449	Authorized Signature Marianne Haag (608) 267-6978	Date 4/11/2011

Fiscal Estimate Narratives

DOT 4/11/2011

LRB Number	11a0544/1	Introduction Number	SA1-SSA1-SB6	Estimate Type	Supplemental
Description No "relating to" information exists for this document					

Assumptions Used in Arriving at Fiscal Estimate

BILL SUMMARY

Senate Amendment 1, to Senate Substitute Amendment 1, to 2011 Senate Bill 6 specifies the method of counting the number of days a person must reside in Wisconsin, or a particular voting district or ward prior to an election. Senate Substitute Amendment 1 generally changed that time from 10 days to 28 days and Senate Amendment 1 to Senate Substitute Amendment 1 to Senate Bill 6 specified the 28 days must be consecutive.

ASSUMPTIONS

This amendment causes no changes to Department of Transportation (DOT) policies. This amendment has no administrative significance for DOT policies or procedures.

CONCLUSIONS

This proposal has no effect on DOT policies or procedures as well as no fiscal effect.

Long-Range Fiscal Implications

See above.

Fiscal Estimate - 2011 Session

☐ Original
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LRB Number 11s0078/1	Introduction Number SSA1-SB6				
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot; absentee voting procedure in certain residential care apartment complexes and adult family homes; a requirement for electors to provide a signature when voting in person at an election; the duration of residency for voting purposes; and issuance of operator's licenses and identification cards by the Department of Transportation					
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Agency/Prepared By	Authorized Signature	Date			
DOT/ Richard Kleist (608) 266-1449	Marianne Haag (608) 267-6978	4/11/2011			

Fiscal Estimate Narratives

DOT 4/11/2011

LRB Number	11s0078/1	Introduction Number	SSA1-SB6	Estimate Type	Supplemental
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot; absentee voting procedure in certain residential care apartment complexes and adult family homes; a requirement for electors to provide a signature when voting in person at an election; the duration of residency for voting purposes; and issuance of operator's licenses and identification cards by the Department of Transportation					

Assumptions Used in Arriving at Fiscal Estimate

BILL SUMMARY

Under existing law, WisDOT charges a fee to all persons renewing (\$28) or obtaining an original (\$28) or duplicate (\$16) identification card. Current law requires all Department of Transportation (DOT) issued identification (ID) cards contain a photograph of the applicant. This bill proposes that an applicant for an original or renewal ID card, and for reinstatement after cancellation of the ID card, may be issued the document at no charge provided they are a US citizen, will be at least 18 years old on the date of the next election, and they request the ID card be issued without charge for the purposes of voting. Those persons applying for duplicate ID cards must still pay the \$16 duplicate fee.

This bill provides that applicants for an ID would be eligible for a "valid without photo" ID card if they have sincerely held religious belief against being photographed. The provision allowing the "valid without photo" ID card is repealed when DOT implements the requirements of the 2007 Wisconsin Act 20 provisions of the federal REAL ID Act, which then requires each drivers license and identification card issued to include the person's photograph. A person would also be able to use these documents to register or vote at the polls on election day.

SB-6 creates new non REAL ID compliant driver's license (DL) and ID card products to be issued after DOT implements the requirements of the 2007 Wisconsin Act 20 provisions of the federal REAL ID. These non-compliant products are allowable under the Federal REAL ID Act. Current Wisconsin law relating to meeting federal REAL ID requirements does not allow a non-compliant product to be issued once Wisconsin begins issuing REAL ID-compliant DL and ID cards.

The non-compliant option will assist those currently eligible for a Wisconsin product who are either unwilling to obtain a compliant product (for example, someone who doesn't plan on any air travel or who has concerns about this federally mandated program) or those who are unable to provide documentation necessary to obtain a compliant product despite currently holding a valid Wisconsin product (for example, people who either immigrated legally long ago but do not have the required documentation or women who have been married multiple times but cannot provide proof of each marriage to demonstrate their progression of name changes as REAL ID requires). When used for purposes of voting, a non-compliant DL or ID card will have the same status as a fully REAL ID compliant product. The non-compliant product may not be accepted by any federal agency for federal identification. The amendment provides an exception for non-compliant products the verification of documents required under federal law for proof of identification of the applicant's full legal name and date of birth, their social security number or verification the applicant is not eligible for one, the name and address of their principal residence, and documentary proof they are a citizen or national of the United States, or alien lawfully permitted for permanent or temporary residence in the United States.

Applicants for a non-compliant product will continue to be eligible for a "valid without photo" DL or ID card if they have sincerely held religious belief against being photographed. The non-compliant ID card may be issued at no charge provided the applicant is a US citizen, will be at least 18 years old on the date of the next election, and they request the ID card be issued without charge for the purposes of voting.

The amendment also allows the department to issue a 60-day receipt to be used as a temporary driver's license or ID card while the application for a DL or ID card is being processed. The amendment also allows driving receipts to be issued for authorization for the operation of commercial motor vehicles. If the receipt is for a non-compliant DL or ID card, it must include a marking indicating the receipt is for a non-compliant product. The receipts issued for non-compliant products may be issued without a photo provided the

applicant meets the requirements for receiving a product that does not contain a photograph.

ASSUMPTIONS

This proposal allows some residents to receive a governmental service at no charge while others are charged. This inequity is based solely on a person being at least 18 years old and knowing to ask for the service for free for the purposes of voting and not on any other criteria. It also does not charge for original and renewal identification cards but continues to charge the fee to obtain a duplicate ID card.

Although it appears this proposal is intended to provide ID cards at no cost to assist in providing proof of identity for persons attempting to register or vote at the polls, the language would actually provide ID cards at no cost to most, if not ALL applicants, except those applying for a duplicate ID card, provided they ask for the product at no cost, whether or not they are eligible to vote.

Current law requires all ID cards to contain a photograph of the applicant. This proposal allows an ID card to be issued without a photograph to those people having a sincerely held religious belief against being photographed.

When DOT implements the requirements of the 2007 Wisconsin Act 20 provisions of the federal REAL ID Act, this bill creates a non REAL ID compliant DL and ID card. Applicants for non-compliant products must still meet legal presence and proof of identity requirements, but may not have all federally required documentation to obtain a compliant product or simply may choose to obtain a compliant product.

The non-compliant products will appear substantially similar to ID Cards, but must be readily identifiable as different than a compliant ID card or drivers license and must clearly state the certificate is not acceptable for identification for any federal agency. Non-compliant products can be issued without photographs provided the applicant meets the required criteria and non-compliant ID cards can be issued at no cost to the applicant provided they are a US citizen, will be at least 18 years old on the date of the next election, and they request the ID card be issued without charge for the purposes of voting.

As a step to comply with the security requirements of the federal REAL ID Act, DOT expects to begin issuing most Driver License (DL) and ID card products from a central location beginning in late May, 2011. This proposal allows DOT to issue 60-day receipts for DLs and ID cards to be used as a temporary driver's license or ID card while the application for a DL or ID card is being processed. These receipts may be issued with or without photographs, depending on whether the applicant is obtaining a REAL ID compliant or non-compliant product.

When attempting to determine costs for this proposal, we also used the following assumptions:

-20% of Wisconsin residents who do not currently hold a driver's license or identification card will seek an ID card due to the requirements proposed in this bill.

-70% of applicants for an original or renewed identification card will be issued a free card.

-The department will not refund any fees paid for identification cards prior to the effective date of this bill.

CONCLUSIONS

COST SUMMARY

- \$1,915,782 net loss of annual revenue for issuing free ID cards to customers for which we previously collected fees.
- \$61,180 (1.4 FTE) net annual cost increase for issuing ID cards to new customers who obtain them for the purposes of voting.
- \$18,038 for an ongoing annual cost to issue ID cards at no fee to voting age Wisconsin residents who request an ID card at no charge for the purposes of voting.

Estimated Annual WisDOT revenue from ID card fees (based on 90% of the total of original and renewal ID cards issued in 2010):

Originals – 39,341 @ \$28 = \$1,101,548

Renewals – 58,403 @ \$28 = \$1,635,284

Total Annual Revenue \$2,736,832

- Assuming 70% of those who currently pay for the ID card will now request it to be issued for no charge; the net loss of annual revenue will be \$1,915,782.
- The average number of original ID cards issued in 2008, 2009, and 2010 was 40,083. We estimate that an additional 20% of this number, or 8,017 residents, hold neither a driver license nor ID card and will apply for an ID card for the purposes of voting. Each ID takes 18.6 minutes to issue. This new work requires 1.4 FTE at an annual ongoing cost of \$61,180 (1.4 FTE @ \$43,700 DMV Field Agent Salary and Fringe).
- Under contract WisDOT will pay \$2.25 for each driver license ID product issued to cover equipment and materials costs. The 8,017 new customers would cause an ongoing annual cost increase of \$18,038 under WisDOT's new contract with our DL/ID vendor.

Long-Range Fiscal Implications

See above.

Fiscal Estimate Worksheet - 2011 Session

Detailed Estimate of Annual Fiscal Effect

☐ Original
 ☐ Updated
 ☐ Corrected
 ☒ Supplemental

LRB Number 11s0078/1	Introduction Number SSA1-SB6	
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot; absentee voting procedure in certain residential care apartment complexes and adult family homes; a requirement for electors to provide a signature when voting in person at an election; the duration of residency for voting purposes; and issuance of operator's licenses and identification cards by the Department of Transportation		
I. One-time Costs or Revenue Impacts for State and/or Local Government (do not include in annualized fiscal effect):		
II. Annualized Costs:		
	Annualized Fiscal Impact on funds from:	
	Increased Costs	Decreased Costs
A. State Costs by Category		
State Operations - Salaries and Fringes	\$61,180	\$
(FTE Position Changes)	(1.4 FTE)	
State Operations - Other Costs	18,038	
Local Assistance		
Aids to Individuals or Organizations		
TOTAL State Costs by Category	\$79,218	\$
B. State Costs by Source of Funds		
GPR		
FED		
PRO/PRS		
SEG/SEG-S (s. 20.395(5)(cq))	79,218	
III. State Revenues - Complete this only when proposal will increase or decrease state revenues (e.g., tax increase, decrease in license fee, etc.)		
	Increased Rev	Decreased Rev
GPR Taxes	\$	\$
GPR Earned		
FED		
PRO/PRS		
SEG/SEG-S (s.20.395(5)(cq))		-1,915,782
TOTAL State Revenues	\$	\$-1,915,782
NET ANNUALIZED FISCAL IMPACT		
	<u>State</u>	<u>Local</u>
NET CHANGE IN COSTS	\$79,218	\$
NET CHANGE IN REVENUE	\$-1,915,782	\$
Agency/Prepared By		
Authorized Signature		Date
DOT/ Richard Kleist (608) 266-1449		4/11/2011

Fiscal Estimate - 2011 Session

☒ Original
 ☐ Updated
 ☐ Corrected
 ☐ Supplemental

LRB Number 11-0493/1	Introduction Number SB-006	
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty		
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Agency/Prepared By DOJ/ Mark Rinehart (608) 264-9463	Authorized Signature Mark Rinehart (608) 264-9463	Date 1/25/2011

Fiscal Estimate Narratives

DOJ 1/25/2011

LRB Number	11-0493/1	Introduction Number	SB-006	Estimate Type	Original
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty					

Assumptions Used in Arriving at Fiscal Estimate

The Department of Justice does not anticipate a fiscal impact due to the enactment of 2011 Senate Bill 6.

Long-Range Fiscal Implications

Fiscal Estimate - 2011 Session

☒ Original ☐ Updated ☐ Corrected ☐ Supplemental

LRB Number 11-0493/1	Introduction Number SB-006
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty	
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Fiscal Estimate Narratives

DOT 1/26/2011

LRB Number	11-0493/1	Introduction Number	SB-006	Estimate Type	Original
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty					

Assumptions Used in Arriving at Fiscal Estimate

BILL SUMMARY

Under existing law, WisDOT charges a fee to all persons renewing (\$28) or obtaining an original (\$28) or duplicate (\$16) identification card. Current law requires all Department of Transportation (DOT) issued identification (ID) cards contain a photograph of the applicant. This bill provides that applicants for an ID would be eligible for a "valid without photo" ID card if they have sincerely held religious belief against being photographed. The provision allowing the "valid without photo" ID card is repealed when DOT implements the requirements of the 2007 Wisconsin Act 20 provisions of the federal REAL ID Act, which then requires each drivers license and identification card issued to include the person's photograph. A person would also be able to use these documents to register or vote at the polls on election day.

This bill proposes that an applicant for an original or renewal ID card, and for reinstatement after certain cancellations of the ID card, may request and be issued the document at no charge. All applicants for duplicate ID cards would continue to be charged the \$16 duplicate fee. Upon implementation of the provisions of the federal REAL ID Act, DOT may no longer issue an identification card without a photograph and a person may no longer obtain an identification card from DOT free of charge.

This bill creates an identification certificate to be issued over the counter on the same day the person makes application to DOT beginning at the time that DOT implements the provisions of the federal REAL ID Act. When used for purposes of voting, an identification certificate has the same status as an identification card. A person is eligible for an identification certificate if the person provides the same information that an elector is required to provide in order to register to vote and signs a statement affirming that the information is correct. The identification certificate may not be accepted by any federal agency for federal identification.

The bill proposes that an applicant for an original, renewal, or duplicate ID certificate, and for reinstatement after cancellation of the ID certificate, may request and be issued the document at no charge. Applicants for an ID certificate would be eligible for a "valid without photo" ID card if they have sincerely held religious belief against being photographed and request the certificate for the purpose of voting.

ASSUMPTIONS

This proposal allows some residents to receive a governmental service at no charge while others are charged. This inequity is based solely on a person knowing to ask for the service for free and not on any other criteria. It also does not charge for original and renewal identification cards but continues to charge the fee to obtain a for duplicate ID card.

Once customers who pay for the service become aware they could have avoided the fee, many will contact DOT and demand a refund of their fee. As provisions of this law become better known, it is likely the vast majority of persons obtaining an original or renewal ID card will request a free product.

Although it appears this proposal is intended to provide ID cards at no cost to assist in providing proof of identity for persons attempting to register or vote at the polls, the language would actually provide ID cards at no cost to ALL applicants, except those applying for a duplicate ID card, provided they ask for the product at no cost, whether or not they are eligible to vote. This would include those persons under the age of 18 or convicted felons as examples.

Current law requires all ID cards to contain a photograph of the applicant. This proposal allows, for an

undetermined period of time, an ID card to be issued without a photograph to those people having a sincerely held religious belief against being photographed.

This bill also creates an Identification Certificate. The Identification Certificate will appear substantially similar to ID Cards, but must be readily identifiable as different than an ID card or Drivers license and must clearly state the certificate is not acceptable for identification for any federal agency.

As stated above, this proposal allows some residents to receive a governmental service at no charge while others are charged. This inequity again is based solely on a person's knowing to ask for the service for free and not on any other criteria, thereby creating the same issues as previously stated.

Again it appears this proposal is intended to provide ID certificates at no cost to assist in providing proof of identity for persons attempting to register or vote at the polls, the language would actually provide the certificates at no cost to ALL applicants, whether or not they are eligible to vote, provided they ask for the product at no cost and for the purpose of voting. This would include those persons under the age of 18 or convicted felons as examples.

As a step to comply with the security requirements of the federal REAL ID Act, DOT expects to begin issuing most Driver License (DL) and ID card products from a central location beginning in late May, 2011. This proposal requires DOT to promulgate a rule to provide a procedure under which identification certificates are generally issued over the counter to the applicant on the same day they apply.

Changes to the DMV license issuance system will be necessary to allow an ID card to be issued without payment of a fee. The changes would be necessary to avoid the continual need to "over-ride" fees and provide a method for tracking the number of products issued under the provisions of this proposal to avoid financial auditing problems. These applicants will also be considered non-standard applicants requiring longer processing time due to additional paperwork being required to provide proof of their sincerely held religious belief against being photographed.

When the REAL ID changes resulting from 2007 Wisconsin Act 20 are implemented, it will be necessary to require all ID cards to contain a photograph and require payment of an application fee, except in situations otherwise statutorily provided for.

Computer system changes will also be necessary to create the new ID certificate and provide the ability to issue the product, both with or without a fee being collected and with or without a photograph included.

In May, 2011, DMV is changing its driver license and ID card issuance process to one where the license and ID card products are produced in a "central issuance" location. This proposal requires that when DOT implements the requirements of the federal REAL ID Act, the department must make processing changes under which identification certificates are generally issued over the counter to the applicant on the same day they apply. This will have a significant administrative impact in that DOT must work with its DL/ID card vendor to make computer system changes, purchase new DL/ID card printers for all DMV Service Centers, and provide staff training.

There may be an indeterminate increase in issuance of ID cards in addition to the new ID certificates for individuals who wish to vote but don't have proper identification. This may cause spikes in service needs at DMV service centers before, on, and the day after election day. Some potential voters may not be able to vote if they go to their polling place without ID after service hours have ended for DMV service centers in their area.

This proposal may cause some customers who paid a fee for an ID card or an ID certificate to attempt to get a refund once they find out they could have obtained the product at no charge. This will result in an increased number of non-standard customer service contacts with possible fee refunds.

When attempting to determine costs for this proposal, we also used the following assumptions:

- 20% of Wisconsin residents who do not currently hold a driver's license or identification card will seek an ID card due to the requirements proposed in this bill.

- 100% of applicants for an original or renewed identification card will be issued a free card.

- The department will not refund any fees paid for identification cards prior to the effective date of this bill.

CONCLUSIONS

COST SUMMARY

In the past five years, the Department has developed new online driver's licensing services (ex: occupational license eligibility, reinstatement eligibility, etc.) and the driver license issuance and reinstatement systems have been redesigned into DB2 architecture. These systems and applications, and other processing business rules will all need updating to incorporate issuance of a new license type called the Identification Certificate.

- Computer programming changes to Wisconsin's driver licensing system for over the counter processing and online systems to issue, identify, update, and withdraw a Driver Card, and the creation of a fee over-ride method. The cost to complete these computer system changes is \$612,000.
 - Changes necessary to interact with the DOT DL/ID card vendor for over the counter issuance of Identification Certificates with the assumptions that 50 new over-the-counter credential printers will be installed to print a new Identification Certificate for issuance over-the-counter to citizens, while still maintaining the new central issuance environment at DMV locations. The cost includes software development at the capture workstation and Central Image Server; Identification card design effort; implementation services; and ongoing maintenance for up to 3 years is estimated not to exceed \$1,110,250.
 - \$2,736,832 net loss of annual revenue for issuing free ID cards and Identification Certificates to customers for which we previously collected fees.
 - \$61,180 (1.4 FTE) net annual cost increase for issuing ID cards and Identification Certificates to new customers who obtain them because they are now available for free.
 - \$18,038 ongoing annual cost increase to pay DL ID vendor for additional ID products issued to new customers.
 - Estimated Annual WisDOT revenue from ID card fees (based on 90% of the total original and renewal ID cards issued in 2010):
Originals – 39,341 @ \$28 = \$1,101,548
Renewals – 58,403 @ \$28 = \$1,635,284
Total Annual Revenue \$2,736,832
 - Assuming 100% of those who currently pay for the ID card will now request it to be issued for no charge; the net loss of annual revenue will be \$2,736,832.
 - The average number of original ID cards issued in 2008, 2009, and 2010 was 40,083. We estimate that an additional 20% of this number, or 8,017 residents, hold neither a driver license nor ID card and will take advantage of access to a free ID card or Identification Certificate. Each ID takes 18.6 minutes to issue. This new work requires 1.4 FTE at an annual ongoing cost of \$61,180 (1.4 FTE @ \$43,700 DMV Field Agent Salary and Fringe). These numbers will most likely be higher as parents of children under the voting age find they can get their child an ID card at no cost, an indeterminate number are expected to apply for an ID card.
 - Under contract WisDOT will pay \$2.25 for each driver license ID product issued to cover equipment and materials costs. The 8,017 new customers would cause an ongoing annual cost increase of \$18,038 under WisDOT's new contract with our DL/ID vendor.
 - Creation and printing of a new application for use when applying for an Identification Certificate, assuming printing of 15,000 forms annually would cause an ongoing annual cost increase of approximately \$500.
- If DMV determines that refunds would be issued to those who previously paid for ID documents, an additional indeterminate number of staff would be needed to process these refund requests.

Long-Range Fiscal Implications

See above.

Fiscal Estimate Worksheet - 2011 Session

Detailed Estimate of Annual Fiscal Effect

☒ Original
 ☐ Updated
 ☐ Corrected
 ☐ Supplemental

LRB Number 11-0493/1	Introduction Number SB-006	
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty		
I. One-time Costs or Revenue Impacts for State and/or Local Government (do not include in annualized fiscal effect): Computer programming changes to Wisconsin's driver licensing system for over the counter processing and online systems to issue, identify, update, and withdraw a Driver Card, and the creation of a fee over-ride method. The cost to complete these computer system changes is \$612,000. Changes necessary to interact with the DOT DL/ID card vendor for over the counter issuance of Identification Certificates with the assumptions that 50 new over the counter credential printers will be installed to print a new Identification Certificate for issuance over the counter to citizens, while still maintaining the new central issuance environment at DMV locations. The cost includes software development at the capture workstation and Central Image Server; Identification card design effort; implementation services; and ongoing maintenance for up to 3 years is estimated not to exceed \$1,110,250. Total one-time costs for computer and license issuance system changes equal approximately \$1,722,250.		
II. Annualized Costs:		Annualized Fiscal Impact on funds from:
	Increased Costs	Decreased Costs
A. State Costs by Category		
State Operations - Salaries and Fringes	\$61,180	\$
(FTE Position Changes)	(1.4 FTE)	
State Operations - Other Costs	500	
Local Assistance		
Aids to Individuals or Organizations		
TOTAL State Costs by Category	\$61,680	\$
B. State Costs by Source of Funds		
GPR		
FED		
PRO/PRS		
SEG/SEG-S (s.20.395(5)(cq))	61,680	
III. State Revenues - Complete this only when proposal will increase or decrease state revenues (e.g., tax increase, decrease in license fee, etc.)		
	Increased Rev	Decreased Rev
GPR Taxes	\$	\$
GPR Earned		
FED		
PRO/PRS		
SEG/SEG-S (s.20.395(5)(cq))		-2,736,832
TOTAL State Revenues	\$	\$-2,736,832
NET ANNUALIZED FISCAL IMPACT		

	<u>State</u>	<u>Local</u>
NET CHANGE IN COSTS	\$61,680	\$
NET CHANGE IN REVENUE	\$-2,736,832	\$
Agency/Prepared By	Authorized Signature	Date
DOT/ Richard Kleist (608) 266-1449	Marianne Haag (608) 267-6978	1/26/2011

Fiscal Estimate - 2011 Session

☒ Original ☐ Updated ☐ Corrected ☐ Supplemental

LRB Number 11-0493/1		Introduction Number SB-006	
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty			
Fiscal Effect			
State:			
<input type="checkbox"/> No State Fiscal Effect			
<input checked="" type="checkbox"/> Indeterminate			
<input checked="" type="checkbox"/> Increase Existing Appropriations		<input checked="" type="checkbox"/> Increase Existing Revenues	
<input type="checkbox"/> Decrease Existing Appropriations		<input type="checkbox"/> Decrease Existing Revenues	
<input type="checkbox"/> Create New Appropriations		<input checked="" type="checkbox"/> Increase Costs - May be possible to absorb within agency's budget <div style="text-align: right;"><input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</div>	
		<input type="checkbox"/> Decrease Costs	
Local:			
<input type="checkbox"/> No Local Government Costs			
<input type="checkbox"/> Indeterminate			
1. <input type="checkbox"/> Increase Costs		3. <input type="checkbox"/> Increase Revenue	
<input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory		<input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory	
2. <input type="checkbox"/> Decrease Costs		4. <input type="checkbox"/> Decrease Revenue	
<input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory		<input type="checkbox"/> Permissive <input type="checkbox"/> Mandatory	
5. Types of Local Government Units Affected			
<input type="checkbox"/> Towns <input type="checkbox"/> Village <input type="checkbox"/> Cities			
<input type="checkbox"/> Counties <input type="checkbox"/> Others			
<input type="checkbox"/> School Districts <input type="checkbox"/> WTCS Districts			
Fund Sources Affected		Affected Ch. 20 Appropriations	
<input checked="" type="checkbox"/> GPR <input type="checkbox"/> FED <input type="checkbox"/> PRO <input type="checkbox"/> PRS <input type="checkbox"/> SEG <input type="checkbox"/> SEGS			
Agency/Prepared By		Authorized Signature	Date
GAB/ Nathaniel Robinson (608) 267-0715		Kevin Kennedy (608) 266-8005	2/3/2011

Fiscal Estimate Narratives

GAB 2/3/2011

LRB Number	11-0493/1	Introduction Number	SB-006	Estimate Type	Original
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty					

Assumptions Used in Arriving at Fiscal Estimate

Fiscal Estimate Narrative

LRB Number 493/1 Introduction Number SB-6 Estimate Type Original

Description

Requiring certain identification in order to vote in person or via an absentee ballot with limited exceptions. Removing corroborator as an option for proof of residence. Expanding the facilities potentially covered by special voting deputies. Creating an identification certificate issued by WI DOT for use as a statutory ID for voting after REAL ID becomes effective in Wisconsin.

Assumptions Used in Arriving at Fiscal Estimate

With certain limited exceptions, this bill requires individuals to provide a valid Wisconsin driver license, valid DOT-issued identification card, current and valid military identification card (statutory ID) before being issued a ballot. Exceptions include: confidential electors, persons whom law enforcement has required surrender of driver license, military and overseas electors, indefinitely confined electors voting by Special Voting Deputy (SVD) or not voting by SVD if providing a separate witness certification, and voters who have submitted ID in a previous election with an absentee ballot.

In most cases, failure to provide acceptable identification results in the elector voting a provisional ballot. However, persons whom law enforcement has required to surrender their driver license may provide a citation or notice of intent to revoke or suspend in lieu of a driver license if the offense is within 60 days of the election. These individuals vote a ballot marked with their voter number and a notation to indicate they provided a citation or notice instead of a statutory ID.

The bill directs G.A.B. to conduct public information campaigns intended to educate the public about the identification requirements. The bill also directs G.A.B. to conduct ongoing outreach effort to identify and assist voters in obtaining or renewing licenses or ID cards. The bill eliminates the option to use a corroborator in lieu of providing proof of residence. The bill permits the use of Special Voting Deputies (SVDs) in two additional types of facilities. Election inspectors will verify that the voter reasonably resembles the picture on the statutory ID. The DOT will be expected to produce a certificate of identification after REAL ID becomes effective.

The estimated total project hours included below would be covered by the hiring of 4.0 FTE positions for a two year period, which would include the necessary administrative and training hours needed.

Note: This fiscal estimate is calculated for a 2012 enactment date. If the bill is amended to impose an enactment date of April 2011, costs are expected to be much higher due to staff overtime and premium costs to print materials.

Fiscal Impact

Statewide Voter Registration System (SVRS)

The SVRS would need to be modified in order to track whether an absentee voter has previously submitted ID and is, therefore, not required to provide ID with subsequent absentee ballot submissions. The SVRS would also need to be modified to manage the new provisional ballot scenarios. Training for clerks that use the SVRS would be imperative.

The SVRS would need to be modified so that the voter list and absentee ballot log print outs used on election day indicate if the voter has to show a statutory ID (to allow for the exemptions). This checkbox must be pre-populated based on the voter record so that election inspectors know if any exceptions to the statutory ID requirement apply to the voter.

The SVRS must also be updated to reflect the new ID requirement. The current ID Required field must be changed to Proof of Residence Required on the voter list, voter application node, and the voter record. A statutory ID field must be added to the voter record and voter application node so it can be displayed on the voter list.

A number of reports also need to be updated. ID Required and Proof of Residence Required must be displayed on the absentee ballot label, absentee ballot log, absentee ballot log with districts, and absentee certificate envelope as generated by SVRS. The existing uniform absentee instructions in SVRS must be updated to reflect the new procedure. The Voter Public Access website should be modified to display the Proof of Residence Required and Statutory ID required fields.

Because only mail-in absentee ballots exempt the voter from future statutory ID requirements, SVRS must designate the absentee ballot transmission method on all absentee labels, the voter list, and the absentee ballot log. The new types of care facilities eligible to be covered by special voting deputies must also be shown. A new absentee witness name/address verification must be created to cover the different statutory ID witness statements available for confined electors, voters in facilities covered by special voting deputies, and voters in facilities not covered by special voting deputies.

SVRS must also be modified to remove corroborating witness as an option in the voter application and voter record.

Activity Hours # of Staff Rate Item Total Category Total

SVRS Modifications 1218 5 90 \$548,100
SVRS User

Acceptance Testing 174 5 40 \$34,800 \$582,900

Training

At present, there are 1,850 municipalities in the State of Wisconsin that serve approximately 3,000 polling places. Roughly 62% of municipal clerks work only on a part-time basis and will need on-going training and support. An estimated 200 municipal clerks do not have access to high-speed internet and many fulfill the duties of the municipal office out of their homes. There is an estimated turnover rate among municipal clerks of 25% every 2 years. Due to the part-time nature of the majority of municipal clerks and the high turnover rate, 3.0 new FTE positions will be needed for a minimum of 2 years to implement the new requirements and provide on-going support.

One FTE position will be designated as an SVRS trainer who will design and conduct SVRS trainings, update training server data and other SVRS training materials, communicate these updates to SVRS users, and support clerk questions on SVRS changes. Another FTE position will be designated as an election administration trainer who will design and conduct statutory ID training, create and update training presentations and other instructional materials, and support local elections officials in implementing the required changes.

Election Administration Training Methods

The bill imparts additional detailed and somewhat complicated concepts for clerks and election inspectors to learn. Current in-person training of municipal clerks and chief inspectors will need to be expanded to include these new procedures and requirements. At least one WisLine program will be dedicated to address the new requirements. Ongoing training would be necessary in order to affect a real understanding of the concepts of the bill. A polling place training aid will also need to be developed, printed, and distributed to local election officials to assist them in training their election inspectors on the new requirements.

Due to the large numbers of currently-certified chief inspectors who will need to be retrained in the bill's new Voter ID procedure, a training video will be developed to train currently-certified chief inspectors and county and municipal clerks. The video will also be used as refresher training for all election officials. The video will consist of a detailed PowerPoint presentation with narrative, polling place scenario demonstrations and a segment on troubleshooting at the polls.

Initial and ongoing training will also be conducted using an online environment through a live, virtual classroom. Features include audio, video, application sharing and content display. This type of product is designed to engage participants as if they were meeting face-to-face. Clerks and election officials will have the ability to join our training sessions remotely or for download to take training on command.

Activity Hours # of Staff Rate Item Total Category Total

Training Specialist Election
Administration On-going Training-
Staff Cost 2088 1 35 \$73,080

Election Administration Field
Training - Staff Cost 1914 1 35 \$66,990

Election Administration Field
Training - Travel Cost \$16,400

WisLine - Staff Cost 80 1 35 \$ 2,800

Polling Place Training Aud \$826

Training DVD Event- Staff Cost 6 5 35 \$ 1,050

Training DVD Preparations- Staff
Cost 174 1 90 \$ 15,660

Training DVD - Production, Copying,
Distribution Range \$9,500 \$ 60,000

Elluminate Software - LiveStream
Training \$ 6,000

Elluminate Software - LiveStream
Training Preparation - Staff Cost 200 1 35 \$ 7,000

Elluminate Software - LiveStream
Training Event - Staff Cost 3 5 35 \$ 525

Total: \$250,331

SVRS Absentee Training

Currently, there are approximately 480 self-providers who utilize SVRS in their municipal office. There are approximately 1,370 municipalities that rely on the county or another municipality to process voter information in SVRS (reliers). There are approximately 160 self-providers that utilize the absentee function in SVRS. In order to meet the requirements of this bill all self-providers will need to be trained to utilize the full absentee functionality in SVRS. Those units of government that provide SVRS service will need to also utilize the full functionality of absentee in SVRS for their relying units of government. This will create a need for in-person SVRS absentee training classes. The G.A.B. anticipates requiring full absentee functionality service will result in a dramatic decrease in the number of offices willing to provide SVRS service to relier jurisdictions and further increase the need for in-person SVRS absentee training.

The Web-Based Election Training System (WBETS) is used as an instructional tool for municipal and county clerks who work with the SVRS system. To effectively train clerks on entering and tracking the additional provisional and absentee data, approximately five training modules will need to be added to WBETS. Each module will include a business process PowerPoint presentation; interactive, step-by-step instruction; video instruction and SVRS screen shots. Existing hard copy instructional materials will require revision and augmentation.

Activity Hours # of Staff Rate Item Total Category Total

Training Specialist SVRS
on-going Training- Staff Cost 2088 1 35 \$73,080

WEBTS modules - Staff Cost 696 1 35 \$24,360

WEBTS modules - Vendor Cost \$10,000

SVRS Field Training - Staff Cost 360 2 35 \$25,200

SVRS Field Training -Travel Cos \$12,565

Total: \$145,205

Forms and Materials Revision

Government Accountability Board (G.A.B.) forms and manuals would also require revision:

Challenge Documentation (GAB-104c) - Update form to address statutory ID.

Election Fraud Notice (GAB-111) - Remove false corroboration penalties.

Instructions for Wisconsin Mail-In Registrants and First-Time Voters (GAB-116) - To include statutory ID instructions.

General Information on Voting Rights (GAB-117) - To include statutory ID instructions.

Application for Absentee Ballot (GAB-121) - Add checkbox to indicate ID had been presented. Remove witness requirement from Hospitalized Elector session.

Certificate Envelope for Provisional Ballot (GAB-123) - Add checkbox for additional provisional voting reason.

Application for Voter Registration (GAB-131)- Eliminate corroborator references. Add checkbox to indicate ID has been presented.

Certification of Registration (GAB-133) - Need to remove corroborator references.

Application for Absentee Presidential Ballot (GAB-140)- To include statutory ID instructions.

Application for Presidential Ballot (GAB-141)- To include statutory ID instructions.

Uniform Absentee Instructions - Need to include statutory ID instructions.

Verification Statement of Absentee Witness (new form)- Needed for indefinitely confined voters as an alternative to presenting statutory ID.

Provisional Voting Information Sheet - update to incorporate statutory ID scenario.

Faxing and Emailing Ballots - Include information about ID requirement.

Notice of Election and Sample Ballot (Type B Notice) - Revise to include instructions to provide ID. Eliminate corroborator language.

Confidential Voters Manual - Update to reflect new statutory ID exemption.

Completing Election Day Forms - Update to remove references to corroborator and add statutory ID requirements.

Absentee Voting in Nursing Homes, Community-Based Residential Facilities and Qualified Retirement Homes (Manual) ;V Add information with respect to the additional two types of facilities that may utilize Special Voting Deputies. Also, add information regarding alternate ID that residents may provide and add instructions to Special Voting Deputies regarding verifying residents' identity. Create form for this purpose.

Election Day Manual ;V Incorporate ID requirements for election day registrants and voters, new Wisconsin residents voting for president only, absentee voters, additional provisional voting scenarios, and additional reason for challenging a voter. Include instructions for handling citations/notices of surrender. Provide

instruction for managing additional duties at the polling place.

Election Day Voter Registration Manual - Update to remove references to corroborator and add statutory ID requirements.

Military and Overseas Voting Manual - Update to reflect new statutory ID exemption.

Election Administration Manual - Incorporate ID requirements for absentee voters, new Wisconsin residents voting for President only, and additional provisional voting and challenged ballot information. Provide instruction for managing additional duties in clerk's office.

SVRS Application Training Manual- Update to reflect changes to absentee and voter nodes.

Activity Hours # of Staff Rate Item Total Category Total

Update G.A.B. Forms - Staff Cost 200 1 35 \$7,000

SVRS Material Updates - Staff Cost 320 1 35 \$11,200

Printing, Distribution Cost of Revised Materials \$40,463

Total: \$58,663

Public Outreach and Education

A public information campaign to inform prospective voters of the voter identification requirements of the act would require a comprehensive statewide campaign including paid media and public service announcements. It would include production costs for television, radio advertising, PSAs, internet ads, newspapers, and outdoor billboards. Information would also be disseminated on the agency's websites and the state's Wisconsin.gov portal. Polling place signage would need to be produced and provided to clerks.

An outreach campaign to identify and contact groups of electors, who may need assistance in obtaining or renewing a license or identification card for voting, would require a more targeted and sustained campaign working with local community groups and social services programs. The agency would draw on the experience of the Department of Health Services in its anti-tobacco campaign working with coalitions around the state reaching out to various populations.

Activity Hours # of Staff Rate Item Total Category Total

Multi-Media Public Education \$500,000

Public Outreach \$150,000

Total: \$650,000

Administration

Given the additional tasks required by this bill and changes to long-standing election procedures G.A.B. anticipates an increase in inquiries to the G.A.B. Help Desk for clarifications and assistance. The G.A.B. Help Desk is an invaluable front-line source of information and guidance for election officials and the public. Additionally, inquiries from the public with questions regarding where and when to obtain statutory ID, what documentation is required to obtain a statutory ID, and other related questions will increase dramatically. A successful public outreach and education program will also prompt additional questions and inquiries. The G.A.B. anticipates the need for extending the hours of operation for the Help Desk and supporting staff during critical periods prior to, during and after elections going forward. The G.A.B. would expect the need for approximately 40 extended hours of operation for the entire agency.

Additionally, to support the increased training and public education efforts described above, three FTE positions must be created. One FTE position will be dedicated to the necessary efforts to support the two new trainers. The second new FTE Program Assistant position will be designated to support the existing Public Information Officer with the initial and ongoing public outreach and education efforts. The third new FTE is needed to handle the incoming calls that this bill will generate.

Finally, adding staff and extended office hours will result in increased overhead costs.

Activity Hours # of Staff Rate Item Total Category Total

Multi-Media Public Education and
Outreach-Staff Cost 4176 1 20 \$83,520

Extended Hours - Staff Cost
(40 hours *1.5 for overtime) 60 26 35 \$54,600

Training - Program Assistant-
Staff Cost 4176 1 20 \$83,520

Help Desk0Staff Cost 4176 1 20 \$83,520

Administrative-NonStaff \$90,000

Total: \$395,160

Long-Range Fiscal Implications

G.A.B. expects the need to support the various changes required by this bill will continue for an indeterminate period of time until the new procedures have been firmly integrated. Continuation of education and outreach programs beyond the two years projected above will also have long-range fiscal implications for G.A.B. The on-going campaign of educating and informing voters is expected to cost \$260,000 annually.

Local Impact

The brunt of the cost of implementing this bill is borne by local governments that will need to purchase updated forms, manuals, and notices. Attendance at additional training opportunities that cover the statutory ID requirement will also be required. The additional WisLine presentation alone is expected to cost local officials approximately \$50,000. Local governments may also be required to employ additional staff to administer absentee voting at special voting deputy eligible facilities and in the clerk's office. Additional staff may also be required at the polling place to handle statutory ID questions and process provisional ballots. The municipal clerk's office would also experience additional activity due to provisional voters providing statutory ID the day following Election Day. The boards of canvass may also require additional staff to process provisional ballots during the canvass.

Additional costs will also be incurred by local election officials who are required to photocopy the statutory ID of all in-person and nursing home voters who choose to provide a statutory ID rather than use a witness verification statement. In November 2010 there were 122,703 in-person absentee ballots issued. Anticipated photocopying costs for in-person absentee voting based on the 2010 turnout would be approximately \$24,540 per election. The cost of photocopying at nursing homes is unknown.

Many municipalities will also face increased ballot printing costs due to the need to provide paper ballots for provisional voting where they had previously recorded votes on a direct record electronic (DRE) machine. Municipalities will also see an increase in the number of ballots used as provisional voters may return to the polling place with their statutory ID and withdraw their original provisional ballot and instead vote a second unmarked ballot instead. The anticipated cost of a paper ballot is \$.35 per ballot. The increase in the number of ballots needed due to these circumstances are unknown.

Municipal clerks will face increased costs due to the additional time required to issue in-person absentee ballots, administer a larger category of assisted care facilities with special voting deputies, and provisional ballot processing on the day following Election Day. Municipal clerks will need to provide additional training to their election inspectors regarding the new statutory ID requirements. The anticipated cost of a single hour of training for 5 election inspectors at each of the 2,800 polling places is \$154,000. County clerks will need additional staff resources to process provisional ballots and communicate amendments to the municipal boards of canvass.

G.A.B. staff anticipates an indeterminate and on-going cost to local governmental units to maintain this process.

Indeterminate Local Cost (non-exhaustive list)

Purchasing updated Publications

Attendance at Additional Training
WisLine Attendance
Additional Staff for Absentee Voting at additional SVD eligible locations
Additional Staff for Absentee Voting at clerk's office
Additional Election Inspectors
Additional Staff at Clerk's Office for Provision Ballots
Additional Staff for Board of Canvass
Photocopying Statutory Id for In-person absentee
Photocopying Statutory Id for SVD eligible locations
Increased Ballot Printing Costs: Provisional Voting
Additional Staff Time to Process In-person absentee
Additional Staff time for Absentee Voting at SVD eligible locations
Additional Staff time to process Provisional ballots
Additional Training of Election Inspectors
County Clerk: Additional Staff time to Process Provisionals
County Clerk: Communication to the Municipal Board of Canvass

Total Local projected cost: Indeterminate
Total G.A.B. projected cost: \$2,082,259

Long-Range Fiscal Implications

Fiscal Estimate Worksheet - 2011 Session

Detailed Estimate of Annual Fiscal Effect

☒ Original
 ☐ Updated
 ☐ Corrected
 ☐ Supplemental

LRB Number 11-0493/1		Introduction Number SB-006	
Description Requiring certain identification in order to vote at a polling place or obtain an absentee ballot, verification of the addresses of electors, absentee voting procedure in certain residential care apartment complexes and adult family homes, identification cards issued by the Department of Transportation, creating an identification certificate issued by the Department of Transportation, requiring the exercise of rule-making authority, and providing a penalty			
I. One-time Costs or Revenue Impacts for State and/or Local Government (do not include in annualized fiscal effect): This one-time cost for administering this SB-6 Photo ID Bill over a two-year period is estimated at \$2,082,259.			
II. Annualized Costs:		Annualized Fiscal Impact on funds from:	
		Increased Costs	Decreased Costs
A. State Costs by Category			
State Operations - Salaries and Fringes	\$1,196,005	\$	
(FTE Position Changes)	(5.0 FTE)		
State Operations - Other Costs	886,254		
Local Assistance			
Aids to Individuals or Organizations			
TOTAL State Costs by Category	\$2,082,259	\$	
B. State Costs by Source of Funds			
GPR	2,082,259		
FED			
PRO/PRS			
SEG/SEG-S			
III. State Revenues - Complete this only when proposal will increase or decrease state revenues (e.g., tax increase, decrease in license fee, etc.)			
	Increased Rev	Decreased Rev	
GPR Taxes	\$	\$	
GPR Earned			
FED			
PRO/PRS			
SEG/SEG-S			
TOTAL State Revenues	\$	\$	
NET ANNUALIZED FISCAL IMPACT			
	<u>State</u>	<u>Local</u>	
NET CHANGE IN COSTS	\$2,082,259	\$228,540 (most costs ind)	
NET CHANGE IN REVENUE	\$	\$	
Agency/Prepared By		Authorized Signature	Date
GAB/ Nathaniel Robinson (608) 267-0715		Kevin Kennedy (608) 266-8005	2/3/2011